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ABSTRACT

The document examined the trend over the last decade of an increase in the number and variety of programs which affect, or are open to, the Alaska Native (Eskimos, Aleuts, and other Indians). The reasons for the trend were reported as (1) the new Federal programs and increases in funding through the Bureau of Indian Affairs and the Public Health Service, (2) congressional legislation aimed at improving the lot of all deprived citizens, (3) the efforts of the government of the State of Alaska, and (4) the work of state and community Native spokesmen. Three categories of administration were considered: state, Federal, and agency. Specific program areas surveyed were education; adult education, training, and job placement; health services; welfare; law enforcement and administration of justice; local government; land and resources; community and regional development; community projects and public works; loans and technical assistance; and housing. [Not available in hard copy due to marginal legibility of original document.] (BD)

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Background Paper - 2.A.

CONFERENCE ON CROSS-CULTURAL
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THE ADMINISTRATIVE SITUATION IN THE NORTH

A Survey Of The Administrative Situation in Alaska As It Affects Eskimos, Indians, And Aleuts

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Federal Field Committee
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One hundred years ago, an Indian resident of Sitka, Alaska's capital city, had virtually no administrative structure to govern or to serve him. The United States, which had purchased the more than half-million square mile Russian possession two years before, had made no provision for the establishment of government to the territory, and was not to do so for a number of years. In the meantime, national laws--as against smuggling for instance--were to be enforced by the predecessor of what is now the U. S. Coast Guard. There was no state or regional government. But Sitka did have a town council which, by seeking to regulate the activities of Indians, became an administrator of Native affairs. It was slight, but it was all there was.

Other Indians--and Eskimos and Aleuts too--who were away from the early established communities, were served or governed by no administrators at all.

Today an Eskimo, Indian, or Aleut residing in one of Alaska's cities finds many administrators at several levels of government who have an interest in his affairs. He is a citizen, and as such, is subject to laws governing all persons and he is eligible for all benefits that government allocates. From the city government, for instance, he obtains permission to construct a dwelling and no other permission is required. He may be subject to city police actions into which no other agency would interject itself. Under the borough government--encompassing an area larger than his city--his children may attend public schools to whose support he has paid taxes. Under laws of the State of Alaska he may receive welfare assistance if he is blind, disabled, old, or has dependent children but is unable to support them. In addition to programs afforded all citizens, he is also eligible--because he is classified as an "American Indian"--for certain programs of the federal government that are administered by

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the Bureau of Indian Affairs and the Division of Indian Health of the Public Health Service.

But most Eskimos, Indians, and Aleuts are not residents of cities or boroughs. About 37,000 (roughly three of four) Natives live in 180 predominantly Native places--none of which is urban This overview seeks to portray, then, the activities of the principal public and government-funded private agencies as they directly serve or otherwise directly affect the lives of the larger number of Alaska's Eskimos, Indians, and Aleuts--Alaska's villagers, and to do so not by agency or level of government, but by program area.

THREE CATEGORIES OF ADMINISTRATORS

For most Alaska Natives--the villagers--there are two principal levels of government responsible for administration of matters affecting them--the state and federal governments. Of lesser importance but of increasing significance, is a third category of administrators--private agencies which are government funded.

The National Government

Despite Alaska's entrance into the Union as a state in 1959, the national or federal presence in Alaska is of considerable magnitude. In part this may be attributed to its long status as a territory administered by the national government; in part it is because 97 per cent of the land is still owned or administered by the national government; and in part it is the consequence of provisions for federally-administered programs for Eskimos, Indians, and Aleuts--who make up a fifth of the state's population. Even when federal expenditures for military purposes are set aside, direct federal spending in Alaska is nearly double that of the state's budget.

Federal programs--programs authorized by the Congress of the United States and administered by departments and agencies of the Executive Branch headquartered in Washington, D. C., have regional or state offices throughout the country. While many federal programs are administered directly by employees of the nation's executive agencies, those directly providing health, welfare, and education services to the citizenry are more typically administered by the executive agencies of 50 states. An important exception are those programs administered for American Indians--a category of citizens numbering about 450,000 which includes about 55,000 Eskimos, Indians, and Aleuts of Alaska. The two principal federal agencies in Alaska providing services to Natives are the Bureau of Indian Affairs (a part of the U. S. Department of the Interior) and the Division of Indian Health, Public Health Service (a part of the U S. Department of Health, Education, and Welfare). Funding for these programs is authorized from the Nation's treasury. These agencies, with rare exceptions, provide services in Alaska only to Natives.

All adult Alaskans, including Natives of course, participate indirectly in shaping of national policy by participating in elections which send one Alaskan to the 435-member U. S. House of Representatives, two to the 100-member U. S Senate, and in elections which name the President and Vice President of the United States.

For the present purpose and for those unfamiliar with federal systems, it may be adequate to note that the state administrators

are not subordinates of administrators employed by the national government, whatever their rank. Each group is employed by different levels of government to administer programs enacted by its respective law-making body. Though state laws may not conflict with the nation's constitution or laws, state governments are free to legislate in most areas of human concern. Largely without the power to tell states what programs to devise, the nation's lawmakers induce states to devise programs or provide services by making grants of money available to states that do.

The Government of the State of Alaska

States of the Nation are typically responsible for the administration of program responsibilities as in Alaska--commerce economic development, education, labor, fish and game, health and welfare, highways, and natural resources. Principal offices for departments of state government are in Juneau, the state's capital city, but regional offices are located as necessary throughout the state. Programs conducted are those enacted into law by the state's two-house legislature and approved by the governor. Principal funding sources are state taxes and federal grants. Virtually all programs administered by the state affect Natives because they are citizens, not because they are Natives. But owing to their circumstance, Natives are the principal beneficiaries of a number of state programs.

All adult Alaskans may participate in electing their governor and secretary of state, and their districts' legislators to the 40-member House of Representatives and 20-member Senate. In the present legislature five of its members are Eskimos, Indians, or Aleuts.

Other Administrators

Boroughs and cities of Alaska are units of local government which may provide among other things, education, some health services, fire and police protection, water and sewer services, and recreational programs. Only one-fourth of the Natives live in boroughs and cities, and they are--except for some of the federally-administered programs for Indians--rarely served as Natives by local administrators. For these reasons, and because there is considerable variety among the cities and boroughs of the state, these two levels of administration are only slightly and occasionally treated here.

Of greater importance to this survey are private agencies which are altogether or largely funded by state and federal government whose activities are addressed primarily to Natives who are villagers because they constitute the poorest, most disadvantaged sector of the Alaska population Organization of these agencies--Rural Alaska Community Action Program, Inc., Alaska Village Electric Cooperative, Inc., and Community Enterprise Development Corporation--will be described later as their activities relate to sectors of action. The Alaska Federation

of Natives, an organization different from government and different from these anti-poverty agencies, will be described in the same pattern.

B.P. - 2.A.

ELEVEN PROGRAM AREAS

Executive functions of the state government of Alaska are carried out by administrators of 83 divisions or offices within 14 major departments and the office of the governor; in addition there are 65 boards, commissions, or councils which influence state policy in some measure. Executive functions of the federal government in Alaska (apart from the Department of Defense) are carried out by administrators of 35 offices and bureaus of 19 departments and independent agencies of the United States.

Needless to say, the lives of Alaska's Native villagers are unaffected or virtually unaffected by many of the activities of these numerous offices, agencies, and bureaus, and are affected only indirectly or in varying degrees by many others. There are some others, however, that have direct and sometimes substantial effects, and it is their functions that have defined the program areas here surveyed.

Education

Education is the most important function to which state and federal program dollars affecting Natives in Alaska are devoted. And, while some Natives reside in cities or boroughs, and their children attend schools operated by these governments, it is the state and federal schools which provide education to the larger number--the villagers of the state. Other educational programs are administered in villages by private agencies.

Education of Native children in villages--places of predominantly Native populations--continues to be more importantly a federal function than a state one. In the school year ending mid-1968 about twice as many village children were enrolled in the 73 day schools operated by the Bureau of Indian Affairs as were enrolled in 69 schools operated in Native places by the State of Alaska. Fewer than one in eight of these schools offered work beyond the eighth grade, and not all of these extended through the twelfth grade.

Secondary education for Native graduates of primary schools in villages is also largely a federal function. Boarding schools operated by the Bureau at Mt. Edgecumbe (near Sitka, Alaska) and in Oregon and Oklahoma, enrolled in 1968 more than twice as many Native secondary students as state-operated schools.

Kindergartens are even scarcer in village Alaska than secondary school opportunities. Though nearly all of the federal schools do have a beginner class for children who are six-year olds, none operated

a program for five-year olds in the school year ending 1968. Only five schools operated by the state in villages offered kindergartens. A private agency, however, does sponsor preschool education in villages, and it will be noted later.

College level study opportunities are open to Natives under two special programs. The Bureau can provide tuition and subsistence allowances to university students, and last year assisted 212 young Natives. The state has a program of loans (which under certain circumstances may be forgiven) for Alaska high school graduates, including Natives, who go on to attend colleges and universities in Alaska.

While education is but one program conducted by the Bureau of Indian Affairs in Alaska, construction and operation of schools are the ends to which about 90 per cent of the Bureau's annual budget goes.

Operation of these federal schools is carried out under regulations and guidelines issued by the Washington, D.C. office of the Bureau and under policies and regulations developed within the regional headquarters office of the Bureau in Juneau, Alaska. Direct supervision of the operation of the schools rests with district principals at Nome, Fairbanks, and Bethel--field offices of the Bureau in areas having federal schools.

Local participation in the educational program of the Bureau comes through elected village advisory boards or village councils. The boards to the federal schools were established in late 1967 at the urging of the Bureau to promote local participation in school matters and to provide greater opportunity for the community to learn to exercise their demoncratic rights and responsibilities. According to the Bureau's Advisory Board Manual, the advisory school board should express the local community's interests, needs, and hopes for education through Bureau officials at the local, district, and state levels, and its recommendations should relate to problems which are subject to local control. No action taken by the advisory group is binding on Bureau school officials. Though the Board is invited to give curriculum advice to the Bureau and suggestions for appointment to positions open to local hire, such as the aides, maintenance men, and cooks, there is no explicit invitation for the Boards to give advice on the appointment of teachers.

Agency advisory committees also have been established in the Nome, Bethel, and Fairbanks areas as has a state advisory committee. A National Indian Education Advisory Committee has existed for several years, and one Alaska Native serves on it.

Policy for state schools is set by a seven-member school board appointed by the governor. Supervision of the schools is one of the responsibilities of the commissioner of the Department of Education in Juneau who is named by the governor following a school board recommendation. Operation of the schools is the responsibility of the

Division of State Operated Schools located at Anchorage, and direct supervision of the schools is charged to area superintendents located at Tanana, Dillingham, Glenallen, Tok, and Fort Yukon, or to superintendents of single schools such as at Bethel.

Advisory boards to state schools also have been established and their powers and authorities are very much like those of the boards advising schools of the Bureau of Indian Affairs.

Transfer of all federal schools to state administration is a goal agreed upon by state and Bureau officials in a formal agreement, and since 1952 thirty schools have been transferred. The basis for the agreement, as explained in state plans and publications, is the inconsistency of the existence of two systems with the tenets of democratic society and the conflict of such a dual system with the state's constitution which calls for the establishment and maintenance of a public school system open to all children of the state. Time-staging of the transfers is made necessary by the inability of the state financially to assume operation of all schools at this time. Under the agreement, the state assumes operation of a school as it meets state facility standards, and the community shows a readiness to accept state administration.

Obtaining community consent to a transfer is occasionally a barrier to the mutually agreed upon plans of state and federal authorities. For a variety of reasons--often relating to a fear of the loss of other Bureau services--villagers may reject the opportunity of having state instead of federal administration. This year eleven schools were scheduled for transfer, but only four communities agreed to allow such transfers to take place.

The other principal agency administering educational programs in Native villages is Rural Alaska Community Action Program, Inc. (RurALCAP) a private, non-profit corporation funded by the U. S. Office of Economic Opportunity to conduct a range of anti-poverty programs in rural areas. RurALCAP operates Head Start, a learning program for preschool youngsters in 35 villages, and a similar program in connection with day-care or parent-child centers in four others. Activities in these classes are like those of kindergarten with some language, art, and music instruction as well as free play. Guidelines for Head Start programs are laid down by the federal funding agency in Washington, D.C., which are interpreted in Alaska by RurALCAP, whose board of directors is made up of government and private agency administrators and representatives of the poor. Policy in Head Start classes is also influenced by village advisory committees.

Another category of administrators of educational programs for villagers are religious organizations. These church-sponsored schools--which had been the principal providers of education in early

Alaska--are now established at only eight villages. Their secular curriculum is subject to state guidelines.

Adult Education, Training, and Job Placement

Providing Natives with adult education of all kinds, vocational training, and helping them find jobs are functions shared by federal, state, and private agencies.

Only the Bureau of Indian Affairs operates programs covering all three functions and does so for Natives only. Its very modest adult education program usually operates in but two or three villages annually. Its employment assistance program--providing classroom and on-the-job vocational training, relocation allowances, and job placement services--benefits 200 to 300 enrollees each year. In addition, the Bureau can give preference to Native applicants for jobs, and as a result, more than half of its permanent employees are Natives. In school construction, employing about 400 Natives seasonally, the Bureau provides trades training to several hundred.

Another federal agency that gives preference to Natives as job applicants is the Division of Indian Health of the Public Health Service. This agency, which operates hospitals, clinics, and health centers and provides other health services, also provides training to Native health aides, practical nurses, and others.

Other federal agencies in Alaska are now providing on-the-job training in several dozen work categories to Natives recruited and placed with them under the Bureau's employment assistance program.

Most government-funded adult education, training, and job placement activities in Alaska are conducted by the State of Alaska through divisions of its Department of Education and Department of Labor--activities serving, of course, all citizens, not only Natives. The state, however, in its Comprehensive Manpower Plan for 1970 identifies rural Natives as the largest target group whose needs for training, jobs, and related supportive services are not being met.

Classroom adult education and training programs administered by the state are conducted in part by the Office of Adult Basic Education, the Division of Vocational Education, and the Division of Vocational Rehabilitation (all within the Department of Education). Other in-class training, under the federal Manpower Development and Training Act is administered jointly by the Departments of Education and Labor. Principal offices of each are in Juneau. Training sessions for workers in anti-poverty funded programs are conducted by the Alaska Training and Planning Center--a non-profit corporation in Anchorage guided by directors of Community Action agencies. All of the foregoing are largely federally funded.

On-the-job training opportunities are offered by the State Department of Labor, the Federal Bureau of Apprenticeship and Training (of the U. S. Department of Labor) and by the Alaska Federation of Natives, a non-profit organization whose leadership is elected by regional and community Native organizations in the state. All of these programs are largely federally funded and operate under guidelines established by the United States Department of Labor. All are operated directly from offices in Anchorage.

Training opportunities also are provided by a work incentive program which is open to recipients of Aid to Dependent Children payments and is operated by the State Department of Labor and the Division of Public Welfare in the Department of Health and Welfare by the Alaska National Guard in two-week training encampments and special schools; by federally-funded job corps centers in other states--residential educational and training facilities for disadvantaged young people; and by the Neighborhood Youth Corps--seasonal work experience projects in Alaska for high school age young people--operated by the State Rural Development Agency.

Instruction in diet and nutrition, homemaking, gardening, and similar subjects is afforded villagers in some areas of the state by employees of the Cooperative Extension Service of the University of Alaska. In Native areas such extension agents are stationed in Nome and Aniak

VISTA volunteers serving in villages of the state are usually engaged in activities that might be broadly characterized as adult education. In their efforts at assisting communities' advance, they may conduct classes for adults or very informally instruct by being resources to village councils. VISTA associates--Natives employed by the state-operated, federally-funded program--were provided formal training before assignment back to their home villages.

Job placement is primarily the task of the Alaska State Employment Service of the Department of Labor through its offices in principal cities and a new outreach program to villagers. Other offices such as centers operated by RurALCAP, however, are making efforts at finding jobs for people and placing them in the jobs.

Health Services

Provision of health care and related services to Natives is very largely a function of the federal government, not the state. In terms of federal expenditures for Alaska Natives, it is second only to education.

Except as limited by Congressional appropriations, and the difficulty of delivering services to 180 remote villages, the Division of Indian Health of the Public Health Service undertakes to provide a complete range of health services to Alaska Natives at no cost to them. Administrative headquarters for the Division in Alaska is in Anchorage.

Regional administration is shared by eight service units into which the state is divided. Hospitals at Anchorage, Bethel, Barrow, Kotzebue, Tanana, St. Paul, Kanakanak, and Mt. Edgecumbe serve as regional administrative centers for the respective service units. Health care is also extended to Natives through contracts with private hospitals and clinics in major communities not having an Indian Health hospital.

Because there are no doctors in any of the Native settlements which do not have hospitals, the Division employs health aides on a part-time basis.

Health programs of the State of Alaska are carried out by the Division of Public Health (Department of Health and Welfare) which has its principal office in Juneau but operates through three regional offices and thirty service centers. These state services, like all other state services, are delivered to Natives as citizens of the state. The most important part of the program affecting Natives are travelling nurses who visit communities of Alaska on a periodic basis.

The Division of Mental Health, within the same department, administers mental health clinics and the Alaska Psychiatric Institute to which Natives may be admitted.

Welfare

Administration of welfare programs for Alaska Natives is shared by federal and state governments throughout urban and rural Alaska. Both are authorized to provide financial assistance to those persons requiring it, and both employ social workers and administrators to carry out their programs.

The state's Division of Public Welfare (within the Department of Health and Welfare) administers the public assistance program of the state--principally by providing grants to persons who are old, disabled, blind, or who have dependent children and are needy, and to persons who do not fall into these categories but who are needy. Except for the last-named group--those needing general relief--all Alaskans who are eligible are served. General relief applicants who are Natives are referred to the federal Bureau of Indian Affairs.

Owing to a variety of circumstances--little education or training, residence in areas remote from jobs or other cash-earning opportunity, accidents which take lives and disable heads of households--Alaska Natives are preponderantly the recipients of state assistance programs. In none of the categorical programs from which they benefit, do they make up less than 65 per cent of the total number of beneficiaries.

Also administered by the state Division of Welfare are the foster home program for children whose parents cannot care for them, and the food stamp program--a plan which has the effect of expanding income for the purchase of food products.

The welfare program of the Bureau of Indian Affairs is almost entirely a program of general relief. Alaska Natives who are not eligible for assistance under the categorical programs of the state, but who are needy, may apply for and receive cash grants from the Bureau for the duration of their need.

Public assistance payments made by the state are determined by the recipient's need, but since they may not exceed maximum dollar allowances established by the state's legislature, they frequently fall short of meeting the need. The federal agency-administered general relief program for Natives is based upon need, but is not bound by legislative maximum allowances. As a result these temporary assistance grants--to most recipients lasting no more than three months--are larger than they would be to families under the state's categorical programs.

While approving authority for welfare payments ordinarily rests with the respective state or federal administrators, the Bureau last year granted funds to two villages to enable them to administer the temporary relief program. On the basis of that experience, four additional villages received funds for village welfare administration this year.

Law Enforcement and Administration of Justice

Maintenance of law and order in village Alaska is largely the responsibility of the Division of State Troopers within the State Department of Public Safety, headquartered in Juneau. As with other departments of the state government, the commissioner is appointed by the governor. State troopers investigate crimes, apprehend criminals, and provide other police services to rural areas. They are stationed in only a half dozen places in village areas (Barrow, Kotzebue, Nome, Dillingham, Aniak, and Bethel) from which they travel to villages in response to calls for assistance. Alcohol-related disturbances or events such as accidents are the most common causes for requests for troopers' visits.

Natives who are charged with violations of the law are arraigned and tried under the Alaska Court System as are other persons.

Local Government

Although a few predominantly Native communities are incorporated

as first-class cities under state law and exercise substantial powers such as providing education, police, andfire protection, and levying property taxes, most villages have only traditional councils or federally-chartered councils (made up of Natives only) governing local affairs. Generally the functions of these councils are very limited--rule making (such as against the use of alcholic beverages) and communicating with agencies of government.

Villages that are incorporated under state law are usually fourth-class cities having limited responsibilities. These 31 cities may levy only a sales tax, do not operate their own schools, but may carry out programs such as garbage removal, street improvement, and other such activities. City councils are, of course, elected by all residents of a village, not only Natives.

The number of fourth-class cities is increasing, in large part because corporate status is required for participation in the recently inaugurated village electrification program. Since 1967 seven villages have become fourth-class cities.

The state agency charged with assisting villages or other places seeking incorporation is the Local Affairs Agency located within the office of the governor in Juneau. (A federal agency, the Bureau of Indian Affairs, has a tribal operations branch which may also assist.) Once the Local Affairs Agency makes its findings, the state Local Boundary Commission (whose members are appointed by the governor) holds a public hearing on the proposed incorporation. If the commission approves the petition, an election is held to determine whether the village voters desire incorporation.

The process of incorporation might be further hastened if one element of one proposal for land claims settlement (an issue described in the next section) becomes law because it would provide for grants of land only to incorporated communities.

Land and Resources

Since most villagers live on the public domain--not on land to which they hold title or on reservations--administration of matters relating to land and resources is largely government's task. But events of the last three years relating to Native land claims (as will be noted shortly) give promise of substantial change.

Today land used and occupied by Natives is managed principally by the Bureau of Land Management of the U. S. Department of the Interior which classifies land for multiple use, issues permits for wood cutting and other uses, and issues allotments (following

certification by the Bureau of Indian Affairs) and village lots to Natives. Most lands which have been acquired by the state and are under its management are not in Native areas. Lands which are state owned are managed by the Division of Lands, Department of Natural Resources.

Over the past three years Native claims to public lands and protests against its transfer to others (covering most of the acreage of the state) have resulted in introducing regional Native organizations into the administrative process involving federal land transactions, and such will continue until the U. S. Congress acts to resolve the claims and protests. Here is an illustration. The City of Bethel needed a several hundred-acre tract of federal land adjacent to the city for a housing project; before the Bureau of Land Management could transfer the land to the state for subsequent transfer to the city it was necessary to obtain the approval of the regional Native association--a lifting of the protest against transfer of the specified parcel of land. In the past two years consent to transfers across the state have been asked of Native groups in more than two hundred instances; to date about one-fourth have been obtained.

The substantial change regarding land and its resources that is in prospect is that which would result from a Congressional act settling the claims of Natives to land. While the specific provisions of a settlement act cannot be forecast with any certainty, it is expected that a Native corporation or corporations would become the owners of several million acres of land, with or without mineral estates, and that some provision would be inserted to insure protection of subsistence resources. The corporation or corporations would also be granted what might total hundreds of millions of dollars over a period of years for lands taken by the act.

Except for federal wildlife ranges and refuges, the wildlife and fishery resources of all lands--state and federal--are under the management and regulation of the State Department of Fish and Game. These resources are the foundation of the villager's subsistence as he harvests wildlife and fishery resources for his own use and for sale. Of continuing concern in the state is the protection of resources for subsistence use by villagers in particular. Regulations controlling fish and game harvests are established by the state's Board of Fish and Game, a ten-member group appointed by the governor.

Planning for Community and Regional Development

While a large number of agencies and organizations provide assistance of one kind or another to planning and development of Native villages, only the Bureau of Indian Affairs and the Bureau of

Land Management (both in the U. S. Department of the Interior) perform certain services because the village inhabitants are Eskimos, Indians, or Aleuts. Others administer such programs for villages because their inhabitants are citizens of the state or because they are low income.

The Bureau of Indian Affairs project development branch (made up of three people) may provide technical assistance to a village seeking to plan comprehensively for its future; Bureau officials also are resource persons for a great variety of specific projects sought by a community. The Bureau of Land Management--the federal agency which manages most of Alaska's land--may carry out townsite surveys and grant restricted or unrestricted title to Natives residing on village lots.

Comprehensive planning for communities in Alaska is a function of the Alaska State Housing Authority, a federally-funded, state-operated agency. Most of the plans prepared have been for boroughs and towns larger than Native communities, but plans have been completed for Nome, Bethel, and Teller and will be drawn for Kotzebue and Barrow during the current year.

Planning for development of local and regional economies is now underway in some parts of village Alaska by local groups in cooperation with the Economic Development Administration (U. S. Department of Commerce). In southeastern Alaska five Native communities have active overall economic development planning committees; in western Alaska two economic development planning areas have elected boards which employ full-time Eskimo development planners under Economic Development Administration funding granted to the Alaska Federation of Natives.

Planning and priority setting for village projects--especially those that would be funded with federal anti-poverty monies through Rural Alaska Community Action Program, Inc. (RurALCAP) is also carried on in nine regions by development corporations governed by boards elected by villages of the regions. These development corporations operate out of regional centers, supported by federal anti-poverty grants, located in Copper Center, Galena, Kotzebue, Juneau, Bethel, Dillingham, Nome, Fort Yukon, and Kodiak. Illustrations of their priorities for projects are cold storage facilities, water and waste disposal systems, clinics, community halls, and airport improvements.

While not chiefly concerned with community development, other agencies may from time to time address themselves to such problems. One illustration is the Federal Field Committee for Development Planning in Alaska which stimulated, among other things, a multi-agency federal-state housing, training, and development project in

the Eskimo community of Bethel.

Community Projects and Public Works

There are four principal agencies that are not elsewhere described here that sponsor or carry out community projects in villages of Alaska. Most of these projects are constructed under funding by the Rural Development Agency of the state or by Operation Mainstream of RurALCAP.

The Rural Development Agency, headquartered in Anchorage, is authorized by the state legislature to make grants in response to applications for construction of public projects in communities smaller than 2,000 persons. In the summer of 1969, projects (such as community buildings, bridges, walkways, and airport improvements) were under way in 67 villages. These state grants are typically only a few thousand dollars each.

Operation Mainstream, administered by RurALCAP, is funded by the U.S. Department of Labor to provide work experience and training to persons engaged in community development projects. In the present year grants went to eleven villages for projects such as community halls, parks and playgrounds, hostels, or other community-owned developments.

Since only a dozen villages are on the highway network of the state, little road construction or reconstruction takes place in village areas. When it does take place, it typically involves construction of a road from a village to its airport. This activity is carried out by the State Department of Highways, whose principal office is in Juneau but which has district offices in five cities of the state. The Bureau of Indian Affairs also has a very small program of road building that is carried on in two or three communities each year.

Most villages do have airports, and if constructed by the state, such construction is the responsibility of the Division of Aviation of the Department of Public Works. This year projects were continued or completed in nine villages. Principal office of the Division is in Anchorage.

Loans and Technical Assistance

Economic development loans and technical assistance are available to villages of Alaska, but not to the extent needed.

Of principal importance to village areas in the last few years have been loan-grant combinations made by the Economic Development Administration under its authority to provide assistance to economically depressed areas. This federal agency, with its Alaska office in Anchorage, has been responsible for construction of fish freezing facilities or docks at St. Mary's and Yakutat, a housing components factory at Bethel, and other projects as well as a number of technical assistance studies.

Two other federal agencies are empowered to make loans and provide technical assistance and have done so in Alaska's villages. The Farmers Home Administration of the U. S. Department of Agriculture administers a program of economic opportunity loans to individuals for the purchase of boats, nets, or other equipment to improve the borrower's income. It also can lend to production cooperatives, and has made one such loan to a fishery cooperative. This agency has its principal office in Fairbanks. The Small Business Administration, an independent federal agency in Anchorage, may make loans to persons and enterprises when bank financing is not available, and a few of its loans have gone into village areas.

The newest agency providing loans and technical assistance to villagers is Community Enterprise Development Corporation, a federally-funded private organization intended to stimulate the formation of cooperatives and other enterprises through loans and provision of technical assistance. Since its inception less than a year ago, the corporation has given financial support to seven cooperatives and assistance of other kinds to village enterprises. A board of directors elected by RurALCAP-sponsored regional development corporations and member co-ops sets policy for the Anchorage-based organization.

The State Department of Economic Development also provides technical assistance to developing enterprises--particularly those involving utilization of resources. Another department, the Department of Natural Resources, may participate in such programs. Offices for both departments are in Juneau.

Technical assistance to reindeer herders on a continuing basis is provided by the Bureau of Indian Affairs, which also directly manages the Nunivak Island reindeer herd and a small model herd near Nome. Bureau project development officers are also able to provide general assistance to villagers regarding economic development projects.

One of the oldest sources of credit for villagers is the Alaska Native Industries Cooperative Association, a non-profit purchasing organization of Native-owned stores. Management of the organization is vested in a board of directors, but some supervisory authority is exercised by the Department of the Interior or its representatives. In the association there are 35 village store members.

B.P. - 2.A.

Housing and Related Facilities

Provision of housing and related facilities is very much the burden of the Native himself, whether he lives in a city, town, or village area, but some programs of government do exist to provide assistance.

The only housing program funded specifically for Native housing is administered by the Bureau of Indian Affairs. The program, which provides for purchase and transportation of building materials and for supervision of self-help construction, is coordinated and planned by the Bureau's housing officer in Juneau and carried out in cooperation with regional superintendents in each of five districts.

The most important agency assisting Natives in obtaining decent housing assists them because they are low income, not because they are Native. This agency, the Alaska State Housing Authority, located in Anchorage, is funded by the federal Department of Housing and Urban Development, operated by state employees, and governed by a board appointed by the governor of the State of Alaska. It participates in planning for self-help projects in Native communities (in cooperation with the Bureau of Indian Affairs), administers a self-help housing program of loans and grants for Natives and others in remote areas, and administers a contractor-built, low-income home ownership project in Bethel. Being funded by the federal government, these housing programs require approval by the U. S. Department of Housing and Urban Development.

Housing loans may be made or insured for Natives as for other persons by state and federal agencies, but it wasn't until the last three years that the first loans were extended to those in villages--largely because of absence of land title or repayment ability, or because of construction standards that were difficult or costly to meet in remote settlements. The principal agency of these is the Farmers Home Administration, a federal agency which has financed construction of 77 homes in Barrow over the past three years.

Clean water supplies and sanitary waste disposal facilities for Native villages may be provided by a federal agency, the Office of Environmental Health--a unit of the Division of Indian Health, Public Health Service, in Anchorage. Following application by villages, the agency seeks Congressional appropriations for drilling wells, construction of water or sewer system, or construction of privies or waste disposal bunkers. Priorities for places of construction are generally determined by the length of time the villages have had waiting applications. Some self-help by villagers is required. In the seven years since the inception of the program 52 villages have benefited from it, but Division officials predict that at present rates of funding, another twenty years will be required to bring clean water and sanitary waste disposal systems to all villagers. Two other federal agencies, the Economic Development

Administration and Farmers Home Administration, have partially financed sewer and water systems in a few of the larger Native communities.

Electrification of villages is a function of the recently-organized (1967) Alaska Village Electric Cooperative, Inc., a non-governmental agency located in Anchorage, funded by a grant from the U. S. Office of Economic Opportunity and a loan from the Rural Electrification Administration of the U. S. Department of Agriculture. The Bureau of Indian Affairs participates in the program by making grants for house wiring and by contracting to purchase electrical service to its schools. Approval of policies, including decisions as to which villages will be electrified during a year, rests with a board of citizens presently selected by the founding agencies and the state, but soon to be elected by village members of the state cooperative. By the end of this year the cooperative will have constructed electrical facilities at 27 villages. Another 35 villages are slated for electrification next year.

B.P. - 2.A.

OBSERVATIONS ON THE ADMINISTRATIVE SITUATION

Perhaps the most notable trend in the last decade regarding the administrative situation as it affects Alaska Natives is the very substantial expansion in the number and variety of programs affecting them or open to them. There are today far more opportunities for Eskimos, Indians, and Aleuts to obtain health care, education, and training; to gain assistance in finding jobs; to improve their housing and related facilities, and to develop their economies and communities than there were ten years ago.

This expansion of opportunities for Alaska Natives is, in part, the result of new federal programs or increased federal funding meant to benefit American Indians through the Bureau of Indian Affairs and the Division of Indian Health of the Public Health Service. The expansion also results from innovative legislation enacted by the U. S. Congress aimed at improving the circumstances of all Americans who are deficiently educated or lacking skills, jobless or under-employed, in poor health, inadequately housed, or who were living in places of little economic activity. It also results from the ever increasing ability of the government of the State of Alaska--from its beginnings ten years ago--to develop new programs and extend them and other services to the remote communities of the state. And, in part, it certainly results from the efforts of state and community Native spokesmen who are organized to seek change and who are articulate in saying the directions change should take.

What this expansion has as its consequence is, of course, a near proliferation of agencies and their administrators. While this situation is characteristic of the cities and states of the nation generally, it leads some observers to complain about its effect in tiny villages of Alaska where it sometimes appears that there is a continuing procession of federal and state employees, anti-poverty agency workers, followed by their senior officials and evaluators who are reviewing or inspecting programs.

A concomitant consequence of these developments is a reduction in the relative importance of federal programs such as those of the Bureau of Indian Affairs and the Division of Indian Health whose authority to provide services is limited by racial definition. Though their contributions have been enormous over the many decades when the responsibilities of government to villagers were almost exclusively theirs, a continuation of such racially defined government institutions is incongruous with belief systems of American democracy. From time to time critics of these agencies have called for their abolition and the transfer of their funds to the state for

its administration, but as has been noted in connection with school transfers, Native citizens themselves may reject such proposals.

In the more recent years perhaps the most significant trend has been the increasing participation by Natives in the shaping of policy and the administration of programs affecting them, and beyond that to the actual carrying out of some programs. A few examples may suffice. In education both state and federal schools now have elected advisory school boards affecting, in some measure, the operation of their schools. In the field of welfare, the Bureau of Indian Affairs is making grants of money to a half-dozen villages and delegating authority for the administration of the program to the villagers. In the field of training, the Alaska Federation of Natives is operating as a contractor (with a grant of almost one-third million dollars) for on-the-job training programs. And the Federation is administering an innovative project under which the people of two western Eskimo areas employ project development officers and under which the Federation itself employs an economic development specialist. In RurALCAP planning is proceeding that will result in the delegation of operational authority for anti-poverty programs over the next few years to nine regional corporations in rural areas of the state.

Reflecting upon the social and economic circumstances of Alaska Natives, reviewing the present administrative situation affecting them, and witnessing--as I have--the developments of the last few years, I believe that the most important administrative changes that should be made are those that make the relationship of Natives to their administrations more like those of other Americans. They should be enabled to plan an ever expanding role in the shaping and administration of policies affecting their present circumstances and their future.

What this probably suggests, as Professor Victor Fischer of the University of Alaska points out, is the development of regional units of government within Alaska village areas that would exercise, insofar as possible, the powers of local government. Such a development would make the administrative situation of villagers more like that of other citizens of the state. Locally elected governments, moreover, would surely be more responsive to the wants and aspirations of the people than those of distant administrators. Regional administrative units, responsible to locally elected bodies, would also help solve problems of overlap created by the proliferation of agencies by becoming the coordinating vehicles for state, federal, and private agency administrators whose programs were being applied in these areas. A further reason--certainly one of much importance--is the personal growth that is encouraged by self-government.

Regional governments for village areas, it should be noted, would require special state legislation, because regional units (boroughs) that may be formed under existing law must assume financial responsibility for education and other functions, and most village areas are sorely lacking in an adequate tax base.

Some might argue that further assumption of responsibility for policy-making and administration would be premature, given the low educational levels of most villagers. Such argument might be given support by citing evidence such as a recent letter from a western Eskimo village to the Bureau of Indian Affairs in which the village's spokesman sets out that the people of the village are hunters and fishermen, not educational experts, and suggesting therefore that they not be asked for advice on educational matters. On the other hand, the argument might be countered by citing contrary village views such as contained in a June letter to the president of the Federation of Natives from a leader of a small interior village:

> "In the past the Native people of the Interior have had no voice in the affairs which concerned them; rather they tended to accept the decisions made by the non-Native in Washington and other positions of authority. This old way cannot continue. We need a voice that has a possibility of being heard. We need to be allowed to make some of the decisions which affect our lives and affairs in order to stand as men and women of a proud race and tradition in a rapidly changing world."

If in fact villagers do not want to play a substantial role in fashioning local programs or in administering them, I would be slow to advocate it, but I think there is increasing testimony that they do. What is desirable, I believe, is planning for regional units that would be shaped and influenced by local persons. Such planning would properly take into account the varying stages of readiness found in different regions, and it would provide for adult education programs and technical assistance to regional units as they would be established.

This administrative remodelling that I suggest should be planned for is not, in itself, going to substantially improve the social and economic circumstances of Alaska Natives, nor, in my opinion, would other changes that are only administrative. What is also needed is an increase in funding for programs of demonstrated merit.

While it isn't apparent from a recitation of programs and their administrators, there are numerous program inadequacies and gaps. Some of the principal specific needs of Alaska's villagers are more opportunities to obtain preschool, adult, and vocational education, jobs or other opportunities for earned incomes, decent

housing and safe water supplies, improved medical and dental services, and of much importance, reasonably adequate communications facilities. Needless to say, owing to staff or funding limitations eligibility of persons or places for programs is not necessarily followed by programs being offered to all who are eligible.

An expansion in federal programs or federally-funded programs might come to pass at such time as the Nation's financial commitments for Vietnam would be reduced. State programs affecting villagers might be expanded if revenues from recent oil developments would reach levels forecast by some informed observers. A third possibility is that some major program needs would be met by a Native corporation or corporations, endowed with substantial funding, that would be established as a result of a land claims settlement.

While some program needs might be temporarily met by Native corporations receiving compensation for extinguishment of land rights, it is not likely that it would or should continue to do so. Under one proposal for settlement--that of the chairman and staff of the Federal Field Committee--any corporation created would become a public corporation after ten years; its emphasis would very probably be investments, not grants. But I don't believe it should do so either, for as I indicated earlier, it is not desirable to have racially defined institutions doing things that government itself should do for all its citizens.

In closing let me add this note: at the same time I am expressing the hope for racially undefined public administration, I am not looking to the abandonment of the character and quality of Eskimo, Indian, and Aleut life. Full participation by villagers in shaping and administering policies that affect them will help insure that cultural traits of persisting value will be preserved at the same time such participation will produce more effective administration.

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